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ABSTRACT

This report outlines the roles and responsibilities, pertaining to the improvement and coordination of statewide teacher inservice, of the Superintendent of Public Instruction (SPI) in the state of Washington. After a field-based research study was conducted, a system was devised by which the SPI can improve coordination of staff development programs and resources among the major agencies involved: SPI, educational service districts, institutions of higher education, teacher centers, Teacher Corps, local school districts, private schools, and professional organizations. The system is designed to: (1) facilitate the sharing of limited staff development resources; (2) establish a statewide communication and information channel; (3) link providers and users of staff development in program planning; (4) provide training for those responsible for staff development; (5) improve the quality of needs assessments, evaluation, and implementation; and (6) gather information for use in statewide planning, policy making, goal identification, and priority setting. This voluntary communication and support system would consist of local level collaborative units (Staff Development Compacts) linked by a formal communication channel, the Staff Development Compact Council. This council would also provide specific support and training activities. Supporting components of the system are a state level interagency advisory committee, a committee to coordinate staff development activities for the system, and a coordinator serving as liaison with the SPI. In this report, an analysis is given of current coordination activities, factors which impede or facilitate coordination, and a proposed three-year implementation process. Recommendations are made for generating a sound system of coordination. (JD)

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ED209240

Final Report

The Staff Development Coordination Study

The Washington State System for Coordination of Staff Development

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Dr. Frank B. Brouillet
Superintendent of Public Instruction

Dr. Monica Schmidt
Assistant Superintendent
Instructional and Professional Services

October 1981

SP 019 130

PREFACE AND ACKNOWLEDGEMENTS

The Staff Development Coordination Study was conducted from October 1980 to September 1981. Many people gave time and effort during the course of the study - college and university faculty and administrators, educational service district superintendents and staff, school district personnel, and representatives from many organizations and groups having special interest in the coordination of staff development programs and resources within Washington.

The contributions of all are acknowledged and were appreciated by the Superintendent of Public Instruction. The study would not have been possible without such support and cooperation. The Superintendent perceives this study to be an important effort in addressing the continuing inservice needs of K-12 certificated personnel by providing a system for coordination of staff development.

The study has, we believe, achieved its purposes. Our next objective is implementation of the system proposed.

Maureen Howard, Coordinator
Staff Development Coordination Study
Office of the Superintendent of
Public Instruction

Lillian V. Cady, Director
Professional Education
Office of the Superintendent
of Public Instruction

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Networking

Coordination

Change

Staff Development

ABSTRACT: THE WASHINGTON STATE SYSTEM FOR COORDINATION OF STAFF DEVELOPMENT

At the present time, educational needs are increasingly complex and changing while the resources to address these needs become increasingly limited. Staff Development in particular is becoming more important as declining enrollments, technological advances, and societal expectations force educators to assume new responsibilities. Local school districts, other agencies and institutions involved in education must assume responsibility for the development of their staff; however, they are often unable to meet those staff development needs alone.

The Superintendent of Public Instruction proposes coordination of staff development programs and resources as a strategy for more effective use of limited resources and a way to meet the job-related and assignment-based needs of educators.

The Washington State System for Coordination of Staff Development is an attempt to improve the educational experience of students by addressing the staff development needs of educators.

The Washington State System for Coordination of Staff Development is designed to:

a) facilitate the sharing of limited staff development resources,

b) establish a statewide communication and information channel,

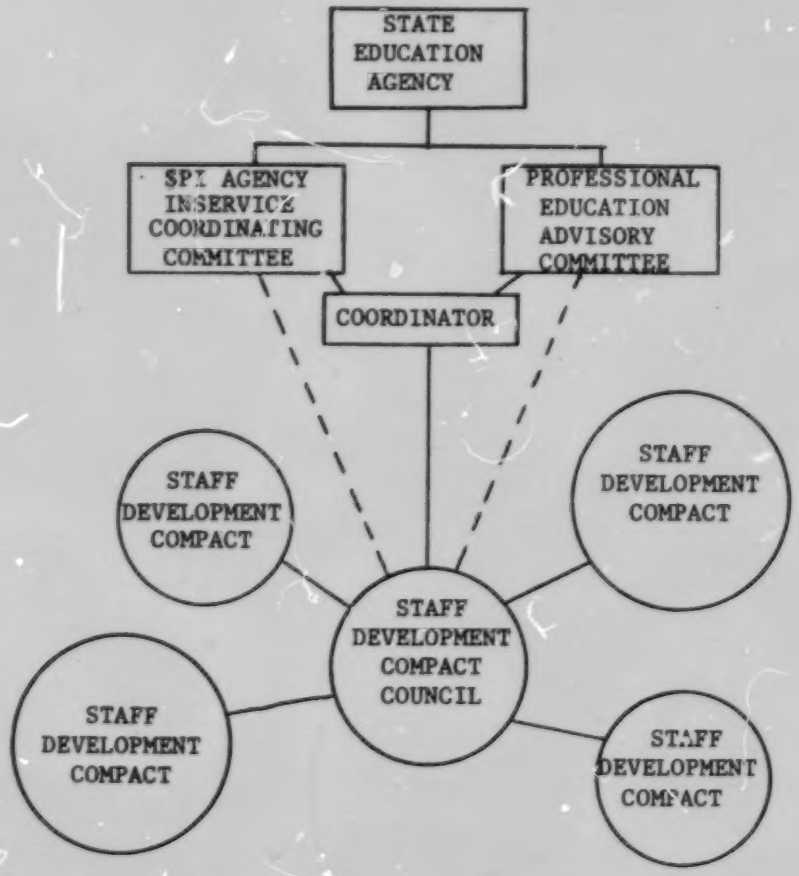
c) link providers and users of staff development in program planning,

d) provide training for those responsible for staff development,

e) improve the quality of specific components of staff development (needs assessments, evaluation, implementation), and

f) systematically gather information for use in statewide planning, policy making, goal identification, and priority setting.

The Washington State System for Coordination of Staff Development is a voluntary communication and support system. It consists of local level collaborative units -- Staff Development Compacts -- linked to each other by a formal communication channel -- the Staff Development Compact Council -- and to the State Education Agency committees responsible for staff development -- the Professional Education Advisory Committee and the SPI Agency Inservice Coordinating Committee. This voluntary system will be coordinated by SPI. It may be diagrammed as follows:



A Staff Development Compact is defined as a voluntary, local level commitment between two or more agencies/institutions to identify one or more staff development need(s), coordinate staff development activities relevant thereto, and work to address staff development needs of one or more of the compact members over a period of time.

The Staff Development Compact Council consists of representatives from the Staff Development Compacts. The Staff Development Compact Council links the Staff Development Compacts within a network structure, providing a formal communication channel and specific support and training activities.

The Professional Education Advisory Committee provides a state level, interagency advisory dimension to the system.

The SPI Agency Inservice Coordinating Committee provides internal coordination of SPI-originated staff development activities for the system.

The Staff Development Coordinator serves as staff to the Staff Development Compact Council and liaison to the Professional Education Advisory Committee and the SPI Agency Inservice Coordinating Committee.

The Washington State System for Coordination of Staff Development should provide a means to improve coordination of staff development programs and resources facilitating more effective staff development across the state.

Quality staff development programs for educators will ultimately enhance the educational experiences of all students in the State of Washington.

SECTION I

INTRODUCTION AND BACKGROUND

SECTION I.

INTRODUCTION AND BACKGROUND

Purpose of Staff Development*

Staff development is essential to the continuing effectiveness of educators and the quality of pupils' educational experience. Certain state and federal statutes and programs necessitate and mandate staff development. Reassignment of experienced teachers because of declining enrollments requires that they possess new knowledge and skills. Instructional and curricular changes resulting from technology, social issues, and new priorities can only be successfully implemented if teachers have appropriate inservice/staff development. Changing responsibilities require depth and breadth of knowledge. New professional goals often require additional certificates or degrees as well as staff development experience.

However, until recently, inservice education has held second-class status; almost everyone concerned has been dissatisfied with its condition. Inservice has been accused of the following: placing inadequate emphasis on improving school programs or teacher/administrator performance; not addressing the urgent day-to-day needs of educators; being required of teachers yet imposed and delivered by others; violating principles of good teaching and adult learning theory; being fragmented and unsystematic; and lacking a conceptual framework. (Johnson, 1980)

*The term "staff development" will be used in this study to refer to inservice education intended to increase the practitioner's ability to perform assigned duties.

Reform of " inservice education" began with subject-matter curriculum training for science teachers in the 1950's. Improvement of pedagogy and introduction of school-based training programs began in the 1960's. The 1970's saw emphasis on the retraining of experienced teachers with limited federal, state and local support. The reform has attempted to place staff development within a continuum of inservice professional growth.

Central to the reform is a new framework for thinking about staff development which emphasizes local needs and goals, joint planning and concrete applications of learning. The educator is no longer viewed as a finished product after four years of undergraduate work or completion of certification requirements. Rather, the educator is seen as any other professional with specific competencies, responsibilities, and needs for continuing education to improve those competencies and carry out responsibilities to educate students.

Once staff development is placed within a continuum of professional growth and the context of the school, it is possible to begin to focus on the purpose of staff development; i.e., to improve the professional competence of educators in order to increase the educational experience and learning of students.

The State of Washington has a relatively stable, experienced, and permanently certified staff. In 1979-80, 69% of the state's 36,888 teachers held standard (continuing) certificates and had 11.5 years experience. To remain current and competent in their assignments, as well as abreast of new developments, this staff needs staff development.

Impetus for Study

Over the past several years, many efforts have been made by the Superintendent of Public Instruction (SPI) to increase support for and coordination of staff development programs and resources. These efforts began in 1975 with appointment of an ad hoc Task Force to study inservice needs, funding, and legislation. Recommendations and actions of the Task Force resulted in a state plan for inservice, establishment of an SPI Inservice Coordinating Committee, passage of the Inservice Training Act, and preparation of legislative budget requests for inservice education. In addition, specific SPI staff were delegated responsibility for SPI's efforts to secure resources, improve programming, and coordinate inservice activities. In 1978, these initial attempts to improve coordination were assisted by federal requirements (P.L. 95-561) mandating that every state submit a state plan for coordination of preservice and inservice funding. SPI's state plan addressed the coordination of both funding and programs. The SPI Inservice Coordinating Committee and the Professional Education Advisory Committee were charged with implementing the P.L. 95-561 state plan.

Before either committee could take action on that plan, SPI staff were directed to participate with the Council for Postsecondary Education in a comprehensive study of inservice education in Washington state. A major recommendation resulting from the Joint Study concerned coordination; it stated:

> That SPI, in cooperation with institutions of higher education, educational service districts, local school districts, professional organizations, and other groups,

continue to assume primary responsibility for state-level coordination of staff development activities. That the SPI Plan for Coordination of Preservice and Inservice Education, developed and approved in 1978 as required by P.L. 95-561, be reviewed, altered as necessary and implemented. (Recommendation #3, The Joint Study of Inservice in Washington State.)

The present coordination study is viewed as a means to address the Joint Study recommendation as well as analyze current coordination, identify factors which impede or facilitate coordination, focus on the need for/and advantages of coordination, and generate a viable system for coordination.

Need for Coordination

Information collected during the Joint Study revealed:

- A myriad of inservice/staff development activities in some districts/regions and a dearth of such activity in others;

- Some locally developed systems for sharing/coordinating/communicating relevant to staff development;

- Availability of staff development resources in many districts;

- Logistical problems which made accessing staff development programs almost impossible in some regions

Representatives of school districts, ESDs, SPI, special project directors and special interest groups concur that a tremendous need exists for off-campus, job-related staff development. Each group sees itself presently able to address this need in some manner. However, nearly all are faced with sudden and seriously limited financial resources. While each group might once have possessed the resources necessary to mount independent effective staff development programs, the lack of funding makes it impossible for most to continue in the previous mode. However, even as staff development dollars decrease and staff development needs increase, important resources remain. These are primarily the accumulated knowledge, skills and experiences of educators and those interested in education within the state. Because of the previous, often exclusive, manner of identifying and responding to staff development needs, this potential statewide pool of staff development resources is largely overlooked and unused.

Given limited resources and increased needs, coordination, defined by SPI as a process facilitating information and resource sharing, becomes a desirable if not essential strategy. Financial resources are limited yet demands and expectations are increased. Coordination of staff development programs and resources is viewed a reasonable response to current budget constraints and the increased needs of practitioners.

The Superintendent of Public Instruction (SPI) believes that coordination of staff development programs and resources will encourage cooperative planning to address practitioners' needs as well as avoid needless duplication and inappropriate or inefficient uses of limited staff development resources.

Coordination is considered a viable strategy which will support and complement state efforts to improve the quality of staff development in Washington, impact present and future state thrusts and facilitate implementation of The SPI Plan for Coordination of Preservice and Inservice Education (P.L. 95-561).

Purpose of Study

Current statutes, rules, policies, and practice delegate to SPI numerous roles and responsibilities relevant to staff development and its coordination. It has been assumed, therefore, that SPI will play a major role in any state-wide effort to coordinate staff development programs and resources. This study is intended to make explicit SPI's roles/responsibilities and, more importantly, improve and increase the coordination of staff development.

The primary objective of the Staff Development Coordination Study is design of a system by which the Superintendent of Public Instruction (SPI) can improve coordination of staff development programs and resources among the major agencies currently involved: SPI, Educational Service Districts (ESDs), Institutions of Higher Education (IHEs), Teacher Centers, Teacher Corps, local school districts, private schools, and professional organizations.

The study is to suggest a feasible system for state-wide coordination of staff development programs and resources. The system is to include the structure and process for improving coordination of staff development

programs within the State, detail SPI's role in coordination, and identify any changes (legislative, organizational and individual) necessary for implementation.

Definitions

The following definitions are the major working definitions for the Coordination Study.

Coordination is defined by SPI in The SPI Plan for Coordination of Preservice and Inservice Education (P.L. 95-561) as:

> "Coordination" shall mean a process which facilitates cooperation and communication among individuals and organizations for purposes of eliminating duplication of effort; encouraging cost effectiveness and efficiency in use of resources; identifying objectives which are of mutual interest and proceeding in a complementary manner to achieve such objectives. This process shall include collecting, reporting, and disseminating information. Coordination shall not mean control.

Staff development is defined in the Joint Study within the context of Inservice.

> "Inservice Training": All 'professional development' and 'staff development' activities taken by K-12 certificated personnel subsequent to receipt of the first initial certificate.
>
> "Staff Development": All educational activities, including credit-

bearing coursework, undertaken subsequent to one's first initial certificate for the purpose of increasing one's ability to perform assigned duties, excluding certificate and degree work.

The Joint Study further defines "staff development" as "job-related inservice training, designed to increase the abilities of K-12 certificated personnel to perform their assigned duties." Given these definitions, "staff development" would include at least two major types of inservice activity: a) organizational (e.g., school district) training activities designed to promote organizational objectives and (b) individual course work that has a direct relationship to the individual professional's job assignment (e.g., a high school English teacher taking a college course in English literature).

The following definitions may also be helpful:

"Collaboration" shall mean to work jointly with one or more agencies to solve common or shared problems.

"Educational Service Districts (ESDs)" are regional service units which have statutory responsibility for providing certain support services to school districts. There are nine ESDs in Washington.

"Institution of Higher Education (IHE)" is a public or private college or university. There are 15 public and private IHE's in the state which offer professional education.

"Local Education Agency (LEA)" shall mean a local school district of which there are 300 operating school districts.

"State Education Agency (SEA)" in the State of Washington shall mean the Superintendent of Public Instruction (SPI) and the State Board of Education (SBE).

"Teacher Center" is a federally funded program intended to serve staff development needs of teachers. There were three Teacher Centers in Washington during the study period.

"Teacher Corps" is a federally funded program between a university and an individual local school district. There are two Teacher Corps programs in Washington.

Design and Process of Data Collection

The Coordination Study was primarily a field based research study. Structured interviews were conducted with approximately 350 educators within the state and across the country during an eight month period. (See Appendix A.) Core study questions addressed: factors which either inhibit or facilitate coordination, the role of SPI in improving coordination of staff development within the state, needs to manage one's own staff development responsibilities. (See Appendix B.)

Additional Washington State inservice data were provided by the Joint Study . These data were reviewed for coordination information. (See Appendix C.)

The final data source was the literature on networking, coordination, staff development, and change which was used in the theoretic considerations for the model. (See Rationale and References.)

Data Outcomes

Inhibitors

Numerous inhibitors of coordination, both general and specific, were readily identified. (See Appendix D.)

1. Multiple and sometimes mutually exclusive concepts of staff development.

   Those responsible for staff development are not in agreement and sometimes not even aware of the purpose, principles or procedures for effective staff development. The SPI definition of staff development is not in common use among those responsible for staff development. There is neither training nor support for those who have responsibilities for staff development. There is a lack of consistent quality of staff development offerings.

2. Multiple connotations of the concept of "coordination"

Coordination is understood within a spectrum from informal ad hoc agreements to formal mandated commitments. The SPI definition of coordination is little known.

3. Absence of adequate communication procedures, policies and practices between individuals and/or agencies.

There is no mechanism for the regular inter-agency exchange of staff development information. Nor is there a source indicating individuals responsible for staff development within each agency/institution.

4. Perceptions of inadequate funds and resources for Staff Development.

There is no adequate assessment of the amount of monies actually expended for staff development by agencies/institutions. There is no systematic consideration for reallocation of existing monies or resources. There is no inter-agency recognition of in-kind and under used resources, such as the skills of staff.

5. Agency structures and policies.

Agencies/organizations lack adequate mission statements, policies and procedures to either provide staff development for their own

staff or support their field staff development programs. Intra-agency and inter-agency formal and informal power structures often support isolation rather than sharing.

6. Complicated and undefined interagency relationships.

Agencies/institutions addressing the same target populations often have separate boards, missions, jurisdiction and membership. Past experience hinders cooperative activity as does the lack of rewards or incentives for cooperation.

A leadership vacuum is perceived to exist at the state level as well as within many agencies as relevant to staff development and/or coordination.

7. Apprehension about coordination itself and the coordination system.

Coordination is not understood as a facilitating process or mechanism for communication. It is perceived as control. When linked with staff development within the context of an SPI sponsored study, coordination is interpreted exclusively as SPI mandated staff development programs without respect to unique needs of practitioners.

A system for coordination is perceived as threatening because it is seen as effecting SPI control and the loss of local control.

8. Territorialism.

Territorialism, or turfism, protects the autonomy of an agency or individual ensuring power and control in a given sphere usually geographic or programmatic.

9. Recent actions of the State Legislature.

The lack of funding of the Inservice Training Act of 1977 and the present financial constraints, particularly those impacting salaries and substitute monies, could hinder the desire of agencies/institutions to become involved in coordination.

Facilitators

Fewer facilitators of coordination were identified. (See Appendix E.)

1. Competent professional individuals from agencies/institutions.

Individuals with appropriate staff development skills, knowledge and attitudes were cited as vital to coordination.

2. Multiple Examples of inter-agency coordination, formal and informal.

Numerous models of coordination of staff development exist within the state. They differ in origin, membership, policies and pro-

cedures. (See Appendix F.) All share two characteristics: (a) members voluntarily come together and (b) they address common staff development needs. The experience of these existing formal and informal structures provides a base for a workable system of coordination within the state by demonstrating that coordination does in fact exist.

3. A proactive leadership stance by an agency/institution.

An aggressive, proactive leadership stance is required to establish and maintain the system for coordination. This leadership should be provided at the state level, by an agency/institution which is statewide, has statutory responsibility for inservice, and has working relationships with other agencies/institutions. This leadership stance is to be taken for the purpose of assisting local districts and other agencies/institutions in carrying out their staff development responsibilities. This leadership stance is to be visible in clear agency/institution policies, procedures and position papers and in the commitment of agency/institution staff and resources.

4. Willingness of individuals to look at coordination.

Individuals must first consider coordination a positive means of addressing specific individual and/or agency/institution staff development needs. This positive attitude can come from many

sources such as a sincere desire to meet members needs, a willingness to take risks, a natural inclination reinforced by agency/institution policies and rewards.

5. Recognized need for coordination.

Agencies/organizations must recognize that some partial interdependence (common members, target populations, resource base, or provision of similar services as well as limited resources) exists to respond to needs.

A caution: If agencies/institutions share too little, coordination has little incentive. If agencies/institutions share too much, they see each other as competitors and fear that coordination endangers survival.

6. Feasibility of Coordination:

Coordination should be examined within a cost benefit analysis frame. Agencies/institutions must analyze coordination in terms of benefits and trade-offs. It is helpful to coordinate among agencies/institutions which commonly define the problem to be addressed, share a wide professional philosophic base, do not threaten geographic or programmatic "turf," and have compatible intra-agency/organizational structures and procedures.

7. Inhibitors of staff development which become facilitators of coordination.

Certain inhibitors of staff development, particularly limited resources for staff development, geographic isolation, small staff size, lack of staff development information, lack of staff development knowledge or skills, lack of support or opportunities for sharing, multiple job responsibilities, may actually become facilitators for coordination when the structure and process of coordination can address these problems.

8. Visible communication channels.

There are many informal communication channels for staff development. They are effective for an "exclusive group"; however, these informal channels are limited in membership, content and structure. They are inaccessible to those outside the group. They include only the information available to the group. They lack the means to adequately structure the information to serve even themselves. A system for coordination requires an inclusive, systematic and accurate communication channel.

9. Information accessible by all.

Any individual or agency/institution involved in a system for coordination should have access to the staff development information provided by the system. Accessibility includes presentation of the information in a useable and readily available form.

Role of SPI in Coordination of Staff Development

Numerous roles for SPI were suggested. While certain of these were negative, "stay out of staff development," "do nothing," most were positive and cited a proactive staff development leadership stance as an appropriate and needed role. SPI was asked to improve staff development in the state by clearly articulating staff development needs, directions, goals, and quality control guidelines. A series of policy statements, procedures, position papers and other means to publicize, inform and persuade the public of the value of staff development was suggested. Though SPI was repeatedly asked to provide funds for staff development, those actually involved in staff development programs often requested information rather than money and a way to offer staff development given budget constraints. SPI was also asked to monitor staff development programs.

SPI was identified as the agency responsible for development and implementation of coordination and was charged to make coordination a visible goal with assignment of staff and resources. It was sometimes suggested that SPI mandate coordination, but more often the request was that SPI conduct coordination in a collaborative manner, working with those agencies currently involved in staff development. SPI was asked to convene different constituencies on a regular basis so that staff development personnel could meet each other, work together, and share information and resources. SPI was also asked to provide a clearinghouse of staff development information and resources.

Needs of Persons Responsible for Staff Development

The most frequently requested information concerned staff development needs, available resources, and support from individuals responsible for staff development. Many individual and agency/institutional needs were very specific including: time, staff, money, policies, and meetings with other staff development persons.

Responses from Other State Departments of Education

In addition to responding to the study questions, individuals from departments of education in ten states also described their states' coordination activity. The unique context of each state makes it impossible to transfer directly a coordination model from one state to another. However, it was helpful to engage in conversations in order to draw on the experience of others with statewide perspective and responsibility. For instance, five of the states either use or are developing computer based staff development resource systems. Three of the states are beginning to use telecommunications for staff development purposes.

Data Analysis and Conclusions

The major findings and conclusions are summarized below:

1. The need for quality and effective staff development programs and the statewide availability of such programs were the major concerns of those interviewed. Training and support for those

responsible for staff development is another need. These needs appeared to be so immediate and so overwhelming that few educators could respond to the coordination issues without first addressing the staff development issues.

2. The major inhibitor of coordination of staff development is not coordination as SPI defines it, but the combination of coordination as perceived/experienced and the confusion/lack of understanding about the purpose and criteria for effective staff development.

3. Coordinated systems suggested by educators were frequently large, well developed, institutionalized systems such as the Washington Library Network, professional associations, the National Diffusion Network, the Cooperative Extension Service, and various dissemination systems.

4. Most of the coordinated systems suggested were hierarchical, corporate structures. As such they reflect explicit control and centralization of power. This identification of corporate examples of coordination is in harmony with the repeatedly expressed concern over retaining local control, district or agency/institution autonomy and local decision making despite coordination. The concept of coordination as a control mechanism and SPI's involvement in coordination perceived as extending SPI control is understandable. The SPI definition of coordination as a facilitating mechanism is not known or understood and is not adequately experienced in the field.

5. Where coordination of staff development as defined by SPI exists in the field, particularly at a district level, it appears to be based either on existing individual trust relationships or the leadership of a trusted outside facilitator. During the course of the study educators began to suggest effective "models" of local coordination. Generally, these were informal, ad hoc agreements to meet specific staff development needs. (See Appendix F.) These examples were rarely viewed as "perfect." In the case of the federal models, (e.g. the Teacher Centers and Teacher Corps programs) site specificity, outside funding, and federal regulations were seen as constraints. Cooperatives were either dependent on a single individual and no longer existed in that person's absence or were considered potentially devisive by setting certain districts apart in exclusive or elite groups. Imposed networks, such as those to which Teacher Centers belong, were sometimes perceived as threatening and as serving only an outsider's purpose. Natural support networks, such as the ESD curriculum directors, were limited by job title.

6. Data indicated that while there are multiple informal staff development linkages within the state, there are few formal interagency linkages and no statewide linkage. There is a lack of organized information sharing and systematic communications. There are complaints about ineffective or poor quality staff development programs, but there is neither training nor support of individuals responsible for managing, facilitating or providing staff development. Application research to staff development

is minimal. Limited monies are available for staff development. State level leadership is limited. These conditions result in the continuation of some poor staff development practices.

7. The limitation delineated above and oft cited need for staff development resource information indicate that the SPI definition of coordination as an information and resource sharing process is a viable response to the present situation and the need for improved staff development.

SECTION II

THE SYSTEM FOR COORDINATION

SECTION II.

THE SYSTEM FOR COORDINATION

Considerations in System Design

Analysis of the data and existing situation for coordination suggested that any system should be based on the following considerations:

1. Individuals from agencies/institutions were willing to look at coordination of staff development but not ready or able to commit resources to coordination. The climate was one of gentle skepticism.

2. The local user level climate would not easily withstand another mandated bureaucratic system with requirements, forms, etc. The system should therefore be voluntary in nature.

3. Financial constraints indicated no new sources of money for staff development. Rather, the system would have to depend on reallocation of existing monies and recognition and use of in-kind resources as equivalent financial contributions.

4. The system should not presume that agencies would change to comply with it. The system must assume that agencies are operating as best they can and might be encouraged to change.

5. The system should be flexible enough to incorporate both permanent agencies/institutions and temporary programs. The system must itself be adaptable. It should anticipate, account for and be able to incorporate change.

6. Since coordination exists in many and varied forms among the agencies at agency/organization and individual levels, the system should build on existing examples.

These considerations led to design of a system which is voluntary in character, statewide in context, flexible in structure, and feasible within Washington at this time, given the varying degrees of trust, interest, and the financial reality.

The system will provide specific staff development services:

1. A clearinghouse for information about resources for staff development, statewide and/or regional meetings, meetings of job-alike staff development persons, a calendar of staff development programs and activities, and a systematic communication system;

2. Suggestions concerning ways to provide staff development for currently underserved districts (rural and remote) and populations;

3. Research and evaluation and recommendations for incorporating new technical information;

4. Training and support for persons responsible for staff development; and

5. Strategies for sharing resources and designing cooperative staff development programs.

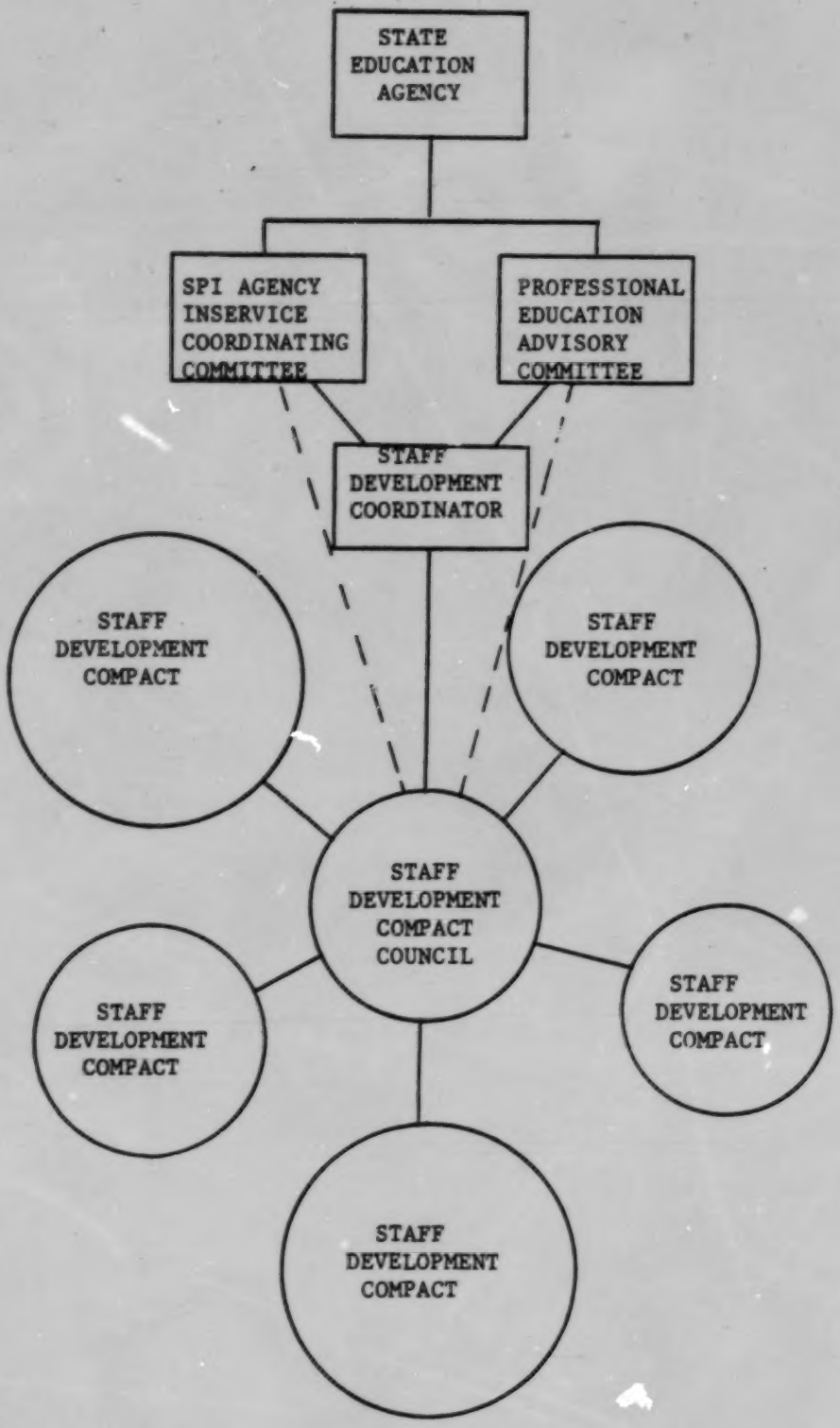
Description of a System for Coordination

"The Washington State System for Coordination of Staff Development" is an interagency structure of local level collaborative units. It consists of five components: Staff Development Compacts, a Staff Development Compact Council, the Professional Education Advisory Committee (PEAC), the SPI Agency Inservice Coordinating Committee, and an SPI Staff Development Coordinator. The system is placed within the State Education Agency.

"The Washington System for Coordination of Staff Development" is designed to:

a) facilitate the sharing of limited staff development resources,
b) establish a statewide communications and information channel,
c) link providers and users of staff development in program planning,
d) provide training of those responsible for staff development,
e) improve the quality of specific components of staff development (needs assessments, evaluation, implementation), and
f) systematically gather information for use in statewide planning, policy making, identifying goals and establishing priorities.

The system may be diagrammed as:



The nodes or points of this system are the local level collaborative units, Staff Development Compacts. The informal network links are the members of the Staff Development Compacts. The formal communication channel is the representative Staff Development Compact Council. The state level policy advisory body is the Professional Education Advisory Committee. Coordination of SPI staff development activities for the field occurs through the SPI Agency Inservice Coordinating Committee. Management of the system and liaison with The Professional Education Advisory Committee and the SPI Agency Inservice Coordinating Committee is provided by the SPI Staff Development Coordinator.

Components of the System

Staff Development Compacts

A Staff Development Compact is a voluntary, local level commitment between two or more agencies/institutions to identify staff development needs, coordinate staff development activities relevant thereto and work to address staff development needs of one or more of the compact members over a period of time. A Staff Development Compact requires an agreement between the agencies/institutions responsible for developing and implementing staff development programs for one or more members of the compact. A Staff Development Compact may be facilitated by certain elements. (See Appendices G & H.)

The Staff Development Compact concept is based on the assumption that there are effective staff development principles; that school districts and other agencies can and must assume the responsibility for their own staff development; and that local districts and other agencies are often unable to meet their staff development needs alone.

The structure of Staff Development Compacts is based on existing cooperative/collaborative/coordinated examples in which (1) members voluntarily come together and (2) address common staff development needs.

Within a Staff Development Compact, any of the agencies/institutions involved in staff development programs could act in any of the major roles: user, provider, facilitator of staff development. A specific agency/institution may be the user of staff development within one compact yet serve as the provider within another compact. A key role will be that of facilitator where one agency/institution would assist another in assessing and prioritizing staff development needs as well as suggesting appropriate resources for meeting the identified needs, but may not actually be the provider of staff development.

"Compact" is a new term. It denotes a voluntary agreement between two or more parties and has no apparent negative connotations within the educational community. This voluntary agreement should facilitate a mutually beneficial relationship so that the self-interests of the parties involved are equally served. The Staff Development Compact offers an opportunity to involve another agency/institution in a long-term (academic year or more) relationship.

Staff Development Compacts could consist of any combination of agencies/institutions as long as there were at least two parties involved. Staff Development Compacts could be district-district; college/university - ESD - district; ESD - professional organization; SPI - professional organization - ESD - college/university.

Staff Development Compacts could be geographic as are several existing cooperatives and Teacher Centers; or Staff Development Compacts could be thematic, as existing gifted and multicultural consortia. Staff Development Compacts would not necessarily be used to address all the staff development needs of each agency/institution. However, by voluntarily entering into a compact agreement specifically to address staff development needs of one or more of the parties involved, agencies/institutions would form identifiable collaborative units, Staff Development Compacts, which could:

- provide staff development in districts or for agencies/institutions where it would otherwise not occur.
- provide more effective staff development.
- expand the availability of staff development.
- improve the quality of staff development.
- share the limited resources available for staff development.
- provide cost effective programs.
- avoid unnecessary duplication.
- provide multiple possibilities for agency/institution linkages with an individual agency/institution potentially involved in several distinct compacts.
- serve as an identifiable staff development unit which may facilitate outside funding possibilities.

- offer exchange with other educators.
- assist small, rural, and remote districts and schools in meeting staff development needs.
- share staff development programmatic tasks.
- provide access to potential users, providers, facilitators.
- provide opportunity for staff development for each member of compact.

The Staff Development Compact Council

The linkage of Staff Development Compacts within a network structure should provide the needed formal and visible communication channel. This second component of the system, a statewide inter-agency communication channel, is the Staff Development Compact Council. This would be a working council made up of and governed by representatives from the Staff Development Compacts.

The Staff Development Compact Council should provide the stability necessary to maintain the system despite changes in agency staffs and compact members. The Council is envisioned as statewide but could be replicated on a regional basis. The Staff Development Compact Council should develop written expectations, adhere to some minimal operating procedures and be staffed by the Staff Development Coordinator. (See Appendix I.) The Council exists to maintain the network of compacts. The emphasis cannot be on maintenance of the Council apart from the network of compacts. The Council should keep the system from being dependent on the charisma of a single individual.

The Staff Development Compact Council should provide specific services to compact members. These services could include:

- Provide a staff development clearinghouse available to any compact member
- Provide training of those who manage or do staff development
- Link compacts with each other and suggest agency/institution linkages to form new compacts
- Encourage research in staff development
- Convene staff development persons in regional and/or statewide meetings
- Participate in state level planning
- Study issues associated with staff development
- Encourage assistance to underserved areas
- Recognize unique needs of certain districts
- Recommend policy to the Professional Education Advisory Committee
- Encourage development of other models of coordination

The Professional Education Advisory Committee

The state level policy dimension of the system will be served by an existing structure, the Professional Education Advisory Committee. This committee will provide a state level, inter-agency advisory board.

SPI Inservice Coordinating Committee

The SPI Inservice Coordinating Committee is comprised of members from each division of SPI. It is responsible for providing communication and coordination of SPI sponsored inservice to the field within the State Education Agency.

Staff Development Coordinator

The Staff Development Coordinator, an SPI employee, will serve as staff to the Staff Development Compact Council and provide leadership and management in both the establishment and maintenance of the system.

Feasibility of System

Voluntary coordination is based on four perceptual assessments and one resource and adequacy assessment. The perceptual assessments are: a positive attitude toward coordination, recognition of a need for coordination, knowledge of potential partners, assessment of compatibility and desirability of coordination. The resource and adequacy assessment is the capacity to maintain coordination with adequate resources and structures.

The feasibility of the proposed system for coordination rests on 1) accurate assessment and analysis of the current situation in the state in terms of readiness for coordination; 2) design of a system which meets the SPI criteria for coordination (as given in the definition) and is workable

(that is, addresses major inhibitors and facilitators of coordination of staff development); 3) availabilty of resources necessary to implement and maintain the system; and 4) appropriate allocation of resources.

Responses from educators within the state indicate that the study has produced an accurate assessment and analysis of the existing situation.

In addition, educators support the voluntary, collaborative concept of Staff Development Compacts and a Staff Development Compact Council placed within the existing State Education Agency context to form a system for coordination.

Finally, SPI has accepted responsibility for overall coordination and implementation. Resource availability could present a problem in implementation of the system. However, certain agencies have indicated a willingness to contribute in-kind resources. For example, the WWU-Arlington Teachers Corps project is collaborating with SPI in a 1981-82 Drive - In Conference series which will serve as an informational vehicle for the coordination system. Limited federal funds are available to SPI through the technical assistance it provides to the federally funded Teacher Center. The availability and allocation of current and potential resources will be considered a priority item.

SECTION III

CONSIDERATIONS FOR IMPLEMENTATION OF THE SYSTEM

SECTION III.

CONSIDERATIONS FOR IMPLEMENTATION OF THE SYSTEM

Successful implementation of the proposed system will require certain considerations. The first of these is time. Every study of system change, particularly interorganizational change, emphasizes the necessity for time to inform, establish trust, raise interest, gain commitment. The proposed coordination system has an interinstitutional structure but will in fact operate on a highly individualized basis. The climate of gentle skepticism must give way to one of visible support.

Implementation should be planned in distinct phases over a period of three years, 1981-1984.

Pre-Coordination Period

The initial period, 1981-82, should be considered a readiness or Pre-Coordination period.

It is not improbable to expect a year of individual and group meetings to prepare to implement the system. SPI must make public its decision to implement the proposed system and assign the required staff and resources.

The goals of this year of Pre-Coordination should be to (1) inform educators of the system; (2) define rules and expectations of components of the system; e.g., Staff Development Compacts, Staff Development Compact Council, Staff Development Coordinator, SPI Agency Inservice Coordinating Committee, Professional Education Advisory Committee; (3) gain indication of compact commitment from 5-10 potential compacts; and (4) begin to develop a clearinghouse of information and resources (people, in-kind services, funds, etc.).

The intent is to expend energies where they will return the highest likelihood of success. For this reason, the primary audience should be persons already involved in staff development who have either an interest in or experience with collaboration.

Specific suggestions concerning activities during the Pre-Coordination period are presented below:

Goal 1: Inform educators of the system.

The usual avenues of information dissemination should be used as well as capitalizing on the unexpected. Educators should understand that the system is a structure which offers a process to address a particular goal, improvement of staff development through coordination. As such, it is open to continual critique and refinement so that it adequately serves the needs of those involved in staff development. The invitation to respond to the system should be repeatedly extended.

Some suggested activities are:

1. Introduce the system for coordination at scheduled meetings, such as the regional Staff Development Conferences planned by WWU--Arlington Teacher Corps and SPI. Identify persons interested in coordination and follow-up with individual contacts.

2. Prepare articles for in-state publications such as Your Public Schools, Context and Conflict.

3. Meet with representatives of major constituencies and gain institutional support by working with Professional Development and similar subcommittees.

4. Inform SPI staff of the system and clarify their roles and expectations. Work through and with program managers.

Goal 2: Define roles and expectations of components of the system.

Individuals with experience with collaborative models of staff development, commitment to coordination, or readiness for coordination should be involved in the process of role definition and clarification of expectations. Because of the varying levels of interest, commitment, and authority among such individuals, three groups are suggested:

a) a select, invited group of 6-10 persons who have statewide interest and perspective and an experiential base.

b) an invited group of persons whose interests are local, who have experience in collaboration and who represent potential compacts.

c) an open group of persons who express an interest in coordination either as the result of information on the system for coordination or because of responsibility to an agency or institution.

The distinctions are neither hierarchical nor intended to set up exclusive categories. Rather, the intent is to capitalize on the wealth of individual experience and strengths and thus make the best use of available human resources.

Suggested activities include:

1. Identify exisiting examples of cooperative staff development programs.

2. Identify individuals who are potential resources for compact and council development.

3. Invite representatives of existing potential compacts to meet to suggest policy and procedures for Staff Development Compacts and the Staff Development Compact Council.

4. Expand the SPI definition of "staff development" to include all educational staff, not only K-12 certificated staff.

5. Develop the ability of the SPI Agency Inservice Coordinating Committee to carry out its staff development responsibility.

6. Continue a coordination study Ad hoc Task Force comprised of 10 or 12 interagency people who have experience with the coordination study, expertise in collaborative staff development work, commitment to coordination, and time to devote to the Task Force.

7. Identify SPI program managers in each division who are involved in collaborative staff development work. Invite them to help the SPI Agency Inservice committee define and carry out their responsibilities.

8. Invite representatives of agencies, including Continuing Education, to share current staff development collaborative programs and needs assessment information.

9. Prepare State Board of Education policy statements and position papers supporting staff development and coordination. These are necessary for future legislative activity.

10. Implement SPI internal coordination through the Agency Inservice Coordinating Committee.

11. Begin to offer staff development for persons who are responsible for staff development.

12. Consider policy on staff development monies; allocation of monies only to collaborative projects.

Goal 3: Gain indication of commitment from 5-10 potential compacts.

By April, 1982, the Staff Development Coordinator should have an indication of commitment from at least 5-10 potential compacts.

Suggested activity:

Provide technical assistance to agencies interested in becoming compacts.

Goal 4: Begin development of a clearinghouse of information and resources.

The clearinghouse is envisioned as a structured way to provide accurate staff development information and resources on a statewide basis.

Information and resources should meet criteria for accuracy and appropriateness to principles of effective staff development, but should be non-evaluative. Compact members should bear the decision making responsibility.

It is also the members' responsibility to contribute to the clearinghouse and to make clear their information and resource needs.

The actual structure of the clearinghouse should be determined during the first year. Initially, the clearinghouse should collect and distribute information on components of staff development, e.g., needs assessments, planning principles, evaluation procedures. It should also begin identifying statewide resources for staff development, e.g., providers, facilitators, in-kind services, available funds. The Clearinghouse staff should:

1. Develop a list of all people in the state responsible for staff development. Convene as appropriate and determine staff development needs and resources.

2. Include potential users in discussions of the ways in which information will be made available.

3. Work with professional organizations to develop a common statewide clearinghouse.

4. Examine the potential of more effective use of Your Public Schools for staff development purposes: information on Coordination Study; staff development resources information; availability of technical assistance for staff development.

5. Examine existing staff development clearinghouses particularly those in use or planned for statewide activity in Alaska, California, Illinois, New York, Ohio.

6. Examine the potential uses and request clearinghouse assistance from the SPI Dissemination Project, KNOW-NET.

7. Examine similar systems in other organizations, particularly the cooperative extension service.

8. Examine the use of technology and telecommunications.

9. Consider the clearinghouse as a means of incorporating research and technical information.

10. Make data and information collected or developed by SPI and other agencies available for statewide use such as: needs assessments, staff development policies and procedures, guidelines for evaluating staff development, etc.

Implementation Period

In years 2 and 3, 1982-84, the proposed system would be in its initial or building phase. During this time the goal should be to expand the number of Staff Development Compacts and develop the Staff Development Council. This will demonstrate that the system is something practical which will function better than agency contacting agency on a random basis to provide quality staff development.

If this system is implemented in the manner proposed, the study staff believes that the major inhibitor of coordination (that is, the lack of understanding/common agreement about staff development and the lack of understanding of the SPI concept of coordination and resultant fears) will be overcome by the experience of coordination as facilitating and enabling quality staff development.

Year 3, 1983-84 should see a functioning and identifiable system for coordination of staff development programs and resources within Washington State thus facilitating quality and effective staff development.

APPENDICES

APPENDIX A

PERSONS/GROUPS INTERVIEWED DURING STUDY

Agency/Representative

SPI

Deputy/Assistant Superintendents
Instructional and Professional Services Section Leaders
Instructional and Professional Services Program Managers
Other Divisions -- Section Directors and Program Managers
Agency Inservice Coordinating Committee
Professional Education Advisory Committee

ESD

Chairman, ESD Superintendents
Past Chairman, ESD Superintendents
Superintendent, ESD 121
Curriculum Directors, ESD 101, 105, 112, 113, 114, 121, 123, 179, 189
Secretary, ESD 105
Inservice Directors, ESD 121
Curriculum Council, ESD 105
Superintendents, ESD 123, 171
Inservice Committee, ESD 105, 189
ESD 114 Staff Development Coop
Columbia Coop, ESD 112

Teacher Centers

Directors, Cowlitz, Palouse, Spokane Teacher Centers
Policy Boards, Palouse, Spokane Teacher Centers
Participating Teachers, Cowlitz Teacher Center
Members, Northwest Teacher Center Cluster
Participants, Farwest Teachers Centers Exchange Conference on Networking

Teacher Corps

Director, Team Leader, District Superintendent, Community Council Chairperson, Participating Teachers, Administrators, Washington State University - Pasco, Western Washington University - Arlington

Washington State Teacher Corps/Teacher Center Network

Colleges/Universities

Chairman, Washington Council for Deans and Directors of Education

Deans and Directors of Education: University of Washington, Washington State University, Central Washington University, Eastern Washington University, Western Washington University, Fort Wright College, Gonzaga University, Pacific Lutheran University, St. Martin's College, Seattle Pacific University, Seattle University, University of Puget Sound, Walla Walla College, Whitman College, Whitworth College

Deans and Directors of Continuing Education, Directors of Teacher Inservice: University of Washington, Pacific Lutheran University, University of Puget Sound, Western Washington University, Seattle Pacific University, Whitworth College, Eastern Washington University

Education Faculty members, Washington State University, University of Washington

Local School Districts (not included in other categories)

Staff Development Council, Richland, Yakima
District Administrators, Tumwater, Chehalis, Yakima, Adna
Building Administrators, Olympia, Tumwater, Vancouver,
Teachers, Pasco, Kelso, Longview

Professional Organizations

Association of Washington School Principals, Assistant Executive Secretary

National Diffusion Network, Washington State Facilitator, Staff members

Washington Congress of Parents, Teachers and Students, member

Washington Association of School Administrators, Executive Director, Chairman, Professional Development Subcommittee

Washington Education Association, Assistant Executive Director, Field Services; Field Representatives, Instruction and Professional Development, Human Relations; V.I.P. Conference Participants, Instruction Track

Washington Federation of Independent Schools
Executive Director

Washington State School Directors Association
Director, Region II
School Law and Educational Program Specialist

Washington Inservice Education Fund
Executive Director

State Departments of Education Directors of Professional and Staff Development

Alaska
California
Florida
Illinois
Maryland
New York
Michigan
Ohio
Oregon
West Virginia

APPENDIX B

COORDINATION STUDY INTERVIEW QUESTIONS AND SAMPLE SURVEY INSTRUMENTS

I. Core Questions

Please identify factors you see as either inhibiting or facilitating coordination.

What would help you carry out your staff development responsibilities in a more effective (easier, better) manner?

What should SPI do to improve coordination of staff development?

What specific features would you want to see in a statewide system for coordination of staff development?

Additional Questions:

Phase I (Initial Interviews, November 1980 - January 1981)

What relationship do you see between your agency and the Study?

What relationship do you see between your agency and Teacher Centers?

Please identify people with whom I should speak about the Study.

Would you like to be kept informed of anything specific regarding the Study? If so, in what manner?

Phase II (Data Collection, February - July 1981)

Identify a system(s) which you consider to be coordinated.

What would your ideal system for a state-wide system for coordination of staff development look like? Roles, requirements, items for coordination, etc.

If this study were to propose a voluntary model of coordination of staff development, what would your response be? What should be considered in designing a voluntary model for coordination of staff development in this state?

What do you see as the role of the college/university in coordination?

How can SPI ensure that the colleges/univesities are included in collaborative efforts within the state?

How should Continuing Education be incorporated into the process of coordination?

How can research on staff development be addressed in a coordinated process?

Please describe your State Education Agency's activity in coordination of staff development. (actually, hopefully)

Describe specific State Education Agency responsibilities for coordination

- number of personnel responsible
- money provided by state for staff development
- money provided by state for coordination

II. Original Study Design Questions included:

1. In what way(s) can SPI, through the State Education Agency, facilitate coordination, the implementation and dissemination of "proven" practices and staff development program elements?

2. What procedures should be established by the State Education Agency to ensure statewide awareness of existing staff development activities?

3. By what means can the State Education Agency link or coordinate existing selected programs and activities to state priorities? To the State Plan for Title V-B of the Educational Amendments of 1978? To numerous federally and state-supported categorical programs and legislative mandates?

4. How can the State Education Agency capitalize on the complementary nature of many existing projects and activities related to staff development?

5. How can evaluation and research relative to staff development outcomes and effects be standardized to meet rigorous research requirements, regardless of the type of inquiry?

6. What can the State Education Agency learn and use from existing programs and activities, such as Teacher Center and Teacher Corps, about coordination as it is affected by collaborative models of decision making and governance?

7. What efforts will be required to establish a trust level in which both positive and negative outcomes can be shared openly; i.e. in which inhibitors and facilitators can be discussed?

8. How can the State Education Agency ensure that existing agencies (e.g. higher education) traditionally involved in staff development or responsible for the discovery of new knowledge, both pedagogical and discipline-oriented, are not bypassed or overlooked?

STAFF DEVELOPMENT COORDINATION STUDY

Numerous factors have been identified as either inhibiting or facilitating coordination. These factors generally fall into four major areas: agency, communication, individual, definition. The following factors have been repeatedly identified as INHIBITORS of coordination at the agency level. Please rank them in order of importance (1 - most important, 10 - least important). You may delete any and insert others.

___ Differing and sometimes hidden agency agendas
___ Perceptions about agency intentions/agendas for staff development by those outside the agency
___ Perceptions about agency intentions/agendas for coordination by those outside the agency
___ Inter-agency power conflicts (turfism, territorialism, vested interests)
___ Inter-agency protocols
___ Intra-agency structures and policies (restrictions, rigidity, multiple procedures to avoid mistakes)
___ Lack of clear agency objectives, purpose, leadership
___ Past agency experiences
___ Separate agency boards with different jurisdiction and statutory responsibilities
___ Financial constraints

The following factors have been repeatedly identified as FACILITATORS OF COORDINATION. Please indicate which of these are most impoortant as considerations for a statewide voluntary system for coordination of staff development. (1 - most important 10 - least important). You may delete any you do not agree with and insert others.

___ Cooperative identification of strengths of each agency/constituency
___ A single individual with full time responsibility for coordination and time to carry out these responsibilities
___ Individual agency staff member credibility (trust, interest, expertise)
___ Money
___ Convening of job-alike staff development persons and of historic non-communicating agencies and individuals
___ Resource information system (who does what, when, where...) with information provided in some useable form
___ Creative resolution of inservice-credit-salary problem
___ Common philosophic base
___ Ownership, including endorsement from leadership of each agency
___ Agency modeling (i.e., coordination within SPI itself)

STAFF DEVELOPMENT COORDINATION STUDY

We are currently exploring the idea of a voluntary statewide system for coordination of staff development programs and activities among local districts, ESDs, colleges and universities, Teacher Centers, Teacher Corps, and SPI. Representatives of these agencies have suggested the following features for such a system. Please indicate which features you consider most important by ranking them from 1 (most important) to 14 (least important). You may delete any you feel unnecessary and add any you feel important.

A VOLUNTARY STATEWIDE SYSTEM FOR COORDINATION OF STAFF DEVELOPMENT PROGRAMS AND ACTIVITIES SHOULD:

___ Emphasize local decision making and control with local identification of needs by teachers and administrators and local response

___ Provide a state clearinghouse for information on staff development.

___ Be organized on a regional basis

___ Utilize existing coordinated systems or cooperatives

___ Allocate available funds for staff development with as few constraints as possible

___ Include a single person as "coordinator" or "executive secretary" with responsibility, time and adequate staff

___ Provide time for sharing and to convene job-alike staff development persons

___ Require accountability in use of funds allocated for staff development purposes

___ Provide training, observation and evaluation for persons responsible for staff development

___ Include an information resource and calendar system, possibly computerized

___ Incorporate research on staff development

___ Promote multiple models of staff development

___ Encourage agreement among colleges and univesities re staff development

___ Include a minimum of "structure" so that the process of coordination does not get in the way of coordination

___

___

STAFF DEVELOPMENT COORDINATION STUDY

We are currently exploring the idea of a voluntary statewide system for coordination of staff development programs and activities among local districts, ESDs, colleges and universities, Teacher Centers, Teacher Corps, and SPI. Representatives of such agencies have suggested that the following might apply to a voluntary system. We request your review and comments, additions or deletions.

GOAL: A voluntary statewide system to coordinate staff development programs and activities which would provide cost effective, educationally sound and relevant staff development in order to enhance educators' effectiveness and enhance/increase student learning.

PURPOSES/OBJECTIVES:

1. To provide specific staff development services, such as:
   - a clearinghouse for information on resources for staff development
   - statewide meetings
   - meetings of job-alike staff development personnel
   - a calendar of staff development programs and activities
   - a systematic communication system
2. To encourage and facilitate sharing of products, resources, programs and problems among members
3. To arrange for staff development programs
4. To engage in joint/cooperative planning
5. To provide staff development for currently underserved districts (rural and remote) and populations
6. To encourage cost effectiveness in use of resources
7. To minimize duplication
8. To facilitate development of quality staff development programs designed to meet teacher-expressed needs
9. To explore methods and models of staff development
10. To offer technical assistance to local personnel
11. To stimulate staff development activities and programs
12. To offer training for persons responsible for staff development
13. To stimulate research and evaluation of many facets of staff development

APPENDIX C

JOINT STUDY OF INSERVICE IN WASHINGTON STATE

I. Data Collection:

Interviews at ESDs (9) and local school districts (26) included the following questions:

Question: To what extent and in what ways have the various organizations involved in inservice training (ESDs, school districts, colleges/universities, professional associations, etc.), attempted to coordinate the following activities:

Please describe and evaluate specific coordination efforts.

a. Needs assessment
b. Program development
c. Program delivery
d. Program sharing/dissemiantion

Question: In your opinion, what specific improvements are needed in each of the following areas in order to promote inservice training that will meet the needs of your district during the 1980's?

d. Coordination among ESDs, school districts, colleges/universities, and professional organizations.

Interviews with directors of the two Teacher Corps Programs and three Teacher Centers included:

Question: In your opinion, what specific improvements are needed in each of the following areas in order to promote inservice training that will meet the needs of your service area during the 1980s.

d. Coordination among ESDs, school districts, colleges/universities, and professional organizations.

Interviews with the Deans and Dirctors of Education and Continuing Education included the following:

Question: Please describe any efforts by the college/school/department of education to coordinate past baccalaureate education program development and delivery with each of the following entities (specify type of inservice).

a. Other colleges of education
b. School districts
e. ESDs
d. SPI
e. Professional Education Associations
f. Other

Question: What are the abstacles, if any, to improved coordinations among the various entities listed above?

Question: In your opinion, should colleges of education (vs. school districts and ESDs, etc.) take the initiative to meet inservice needs of school districts, ESDs, and their certificated personnel?

Question: In general, what specific improvements are needed in each of the following areas in order to promote inservice education that will meet the needs of K-12 certified personnel during the 1980's?

d. Coordination of inservice education (specify type(s) of inservice)

SPI Program Managers were asked:

Rank order responsibilities/roles you believe SPI should have in job related inservice education relevant to your program area.

What individual or agency devlivered inservice.

There were no direct coordination questions or survey instrumetns to school districts, principals, teachers, or other states in NCSIE (National Council of States on Inservice Education).

II. Data Responses included

Future Needs. In your opinion, what specific improvements are needed in each of the following areas in order to promote inservice training that will meet the needs of your district during the 1980's?

d. Coordination among ESDs, school districts, colleges/universities, and professional organizations.

Sample ESD responses

. clearinghouse with meetings
. stronger role for SPI
. ESDs key
. clearer channels of communication
. ESD/SPI coordination
. examples of long range planning
. account for small and rural districts
. organized exchange
. need SPI leadership
. cooperative systems
. area planning
. training of staff development people
. symposium on when, how and why coordination to improve the final product
. information network
. identify available instructional and inservice programs

Sample Teacher Corps/Teacher Center reponses

. better communications
. coordination between district-university people with professional organizations as advisory
. ESDs provide resources ("broker"); local districts, colleges/universities, professional organizations share policy and direction
. sharing
. master calendar, materials and resources
. share cost and consultant time

Sample College/University responses

. colleges/universities not be restricted by credit
. direct contact with ESDs and some districts
. SPI, Washington Council for Deans and Directors of Education role
. collaboration between districts and colleges/universities
. districts provide funding
. collaborative quality control: colleges/universities and districts
. recognize real costs -- if districts coordinate, must also coordinate funding
. more cooperation between colleges/universities
. ESD role ambiguous
. program unit establish inservice committee
. colleges and districts jointly survey teacher for needs assessments
. agencies jointly plan program design and delivery
. greater cooperation between colleges/universities
. coordination yet diversity
. cooperate with both public and private schools

II. Open-ended survey questions:

Sample Profession Organizations responses

. coordination is needed
. welcome cooperation and mutual support
. coordination and less duplication
. integration of efforts

Sample Local District (principals) responses

. coordination to avoid duplication
. local district consortiums coordinate through the ESDs

Sample Local District (teachers) responses

. organize at ESD level
. SPI organize statewide progams with local districts cosponsorship

Sample Other State responses

. major issues within state and nationally: coordination
. present needs and needs of 80's: coordination-collaboration-sharing-planning
. national needs: coordination, planning
. design ideal delivery system: coordination

III. Joint Study Report stated

"Section IV Inservice Activity in Washington State (Findings)"

- Coordination between districts for staff development or professional development purposes is minimal; however, in some ESD's coordination between the ESD and the districts is well developed (e.g., ESD 112).

- Program managers rank-ordered the roles/responsibilities that SPI should have in staff development from most to least as: coordinate, fund sponsor but not conduct, "broker," conduct, develop and package, disseminate, evaluate, demonstrate, and monitor.

- Coordination: ESD's should take greater leadership role; improved communication; increased collaboration among agencies; greater sharing of materials and resources.

- Districts suggested the following improvements/changes in inservice would assist them to respond to students' needs: (i.e.) coordination.

- Because SPI administers a number of state and federal programs which have inservice components, SPI program managers will continue to play an important role in coordinating and facilitating inservice activities (primarily staff development) in specific discipline and categorical areas.

- During 1979-80, SPI delivered some staff development directly or in combination with agencies: ESD's, colleges/universities, professional organizations and districts.

- Many district and ESD administrators feel that there should be closer collaboration between universities and school districts in developing inservice programs that are responsible to the needs of school personnel.

- ESD's are playing an increasingly important role in coordinating, facilitating, delivering/disseminating, assessing needs, and evaluating staff development offerings (particularly for districts with limited enrollments and in more geographically isolated areas).

- The organizations stated that an important need is to minimize duplication and competition and promote cooperation with colleges/universities.

- There needs to be more collaboration between the colleges and the school districts. ("Section V The Role of Washington's Colleges and Universities in Inservice Training")

APPENDIX D

INHIBITORS OF COORDINATION

Agency Inhibitors include:

Differing and sometimes hidden agency agendas

Perceptions about agency intentions/agendas for staff development by those outside the agency

Perceptions about agency intentions/agendas for coordination by those outside the agency

Inter-agency power conflicts (turfism, territorialism, vested interests)

Inter-agency protocols

Intra-agency structures and policies (restrictions, rigidity, multiple procedures to avoid mistakes)

Lack of clear agency objectives, purpose, leadership

Past agency experiences

Separate agency boards with different jurisdiction and statutory responsibilities

Financial constraints

Individual Inhibitors include:

One's own personal importance and the need for ego reinforcement

Multiple responsibilities

Lack of time

No clear definition of roles or of expectations

Lethargy

Lack of leadership

Failure to subordinate personal goals to organizational goals

Jealousy and the need to protect one's own turf

Lack of understanding or experience with staff development

Communication Inhibitors include:

Paperwork

No mechanism for satisfactory communication
(no time, no place, no person, no way)

Historic non-communicators

Way in which information is presented and to whom

Meetings -- expectations and responsibilities of representatives;
representation vs. resource; meeting procedures

Time -- are other's schedules

Lack of common planning on all or any level

Uncertain relationships between SPI-ESDs-local districts

Lack of utilization of existing communications technology

Geographic isolation, distance

Definitional Inhibitors include:

Coordination: Term coordination itself

Purpose of coordination

Control implicit in coordination. THE issue is control.

No need for coordination "we already have it"

SPI presence indicates control

Staff Development: Relevance, quality control, quantity, delivery, attitude

Lack of understanding of what staff development is

Agencies' roles in staff development

Local district priorities and changes due to staff development

Inservice-credit-salary schedule problems

APPENDIX E

FACILITATORS OF COORDINATION

Agency Facilitators include:

Statewide interest in and tendency toward coordination

Actual statewide crisis situation of agency budget constraints, unknown resources, increasing client needs and demands

Proactive leadership stance and role as facilitator on statewide basis

Inter-agency committees addressing common needs

Existing and past positive inter-agency relationships

Agency role as facilitator on statewide basis

Individual agency commitment to improving staff development for own staff

Inclusion of private schools, IHE Continuing Education, and professional associations in coordination system

Interest, roles and responsibilities of professional associations in staff development

Individual agency commitment to improving staff development services to the field

Recognition of involvement of each agency in staff development

Individual Facilitators include:

Recognition of the need to work hard and to work cooperatively

Willingness to give up something

Clear benefits to everyone involved

Positive attitude toward coordination

Desire to provide good quality staff development

Positive individual relationships

Clear definition of roles and expectations

Credibility

Staff Development skills, knowledge and experience

Objectivity of an outsider

Communication Facilitators include:

Open communication policy and procedures

Networking as a strategy for communication

Adequate time to establish necessary trust relationships

Regular convening of people around important but not threatening issues

Use of computer technology to collect, store and process staff development resource information

Person identified as key contact person

Explore existing communication technology

Consider alternate ways of serving isolated, rural, remote, small schools and districts

Definitional Facilitators include:

Coordination

Clear understanding of coordination as facilitating process and the implications of coordination for all involved.

Clearly articulated purpose of coordination to address a common goal: improvement of staff development

Recognition that factors which inhibit staff development may facilitate coordination

Voluntary system for coordination

Staff assigned to direct coordination with adequate resources

Staff Development

Common philosophic agreement as a basis for agency/institutional staff development policy.

Training and support of persons engaged in staff development

State plan for staff development with resources to implement

Inter-agency task forces to address major staff development concerns: relevance, quality control, quantity, delivery, attitude, salary-credit.

Implementation of Joint Study Recommendations #1-14

APPENDIX F

EXAMPLES OF STAFF DEVELOPMENT COOPERATION WITHIN WASHINGTON

	Example		Contact Person
1.	Washington Teacher Centers Network	1.	Alf Langland, SPI
2.	Washington State Teacher Corps/ Teacher Center Network	2.	Paul R. Walker, Western Wash. Univ.
3.	Northwest Teacher Center Cluster	3.	Richard Hersch, Univ. of Oregon
4.	Practitioner's Workshop	4.	Roberta LaCoste, SPI
5.	WASA/AWSP Practitioners Workshop	5.	Howard Coble, WASA Harold Smith, AWSP
6.	South King County Multicultural Consortium	6.	Al Smith, WEA
7.	ESD 114 Coop	7.	Joe Fleming, ESD 114
8.	Cowlitz Teacher Center	8.	Joan Le Mieux, Cowlitz Teacher Center
9.	Palouse Teacher Center Gifted Consortium	9.	Lisa Veuim - Hansen, Palouse Teacher Center
10.	Spokane Teacher Center	10.	Larry Skillestad Spokane Teacher Center
11.	WWU - Arlington Teacher Corps	11.	Herb Hite, WWU Dick Post, Arlington
12.	WSU - Pasco Teacher Corps	12.	Tom Ruff, WSU Roy Duncan, Pasco
13.	Pacific Coop, ESD 112	13.	John Pope, ESD 112
14.	Columbia Inservice Co-op, ESD 112	14.	John Pope, ESD 112
15.	Olympia Area Inservice Cooperative	15.	Jeff Peltier North Thurston
16.	S.E.E.N. (Sex Equity in Education Network)	16.	Gene Liddell, SPI
17.	SPHERE (Spokane Higher Education Professional Enrichment)	17.	Mel McDonald, SPHERE
18.	ESD 123 Curriculum Cooperative	18.	Marv Purvis, ESD 123
19.	WISEF (Washington Inservice Education Fund)	19.	Harold Snodgrass, SIRS

APPENDIX G

GUIDELINES FOR DEVELOPING STAFF DEVELOPMENT COMPACTS

Formation of Staff Development Compacts will require a pre-compact state or "readiness" for coordination. In this period the following should be considered:

- each agency/institution should develop an agency/institution staff development policy including a determination of how needs are to be assessed.
- each agency/institution should develop policies and procedures for potential roles within compacts: user, provider or facilitator of staff development.
- inclusion of an outside facilitator.
- examination of the potential use of existing structures.
- identification and examination of potential members of the compact, including private schools and community based organizations.
- establishment of a decision making structure for members.
- common understanding of expectations from the compact.
- an attitude of willingness to cooperate within a compact.
- resources to commit to the compact.
- a desire to commit resources.
- authority to commit resources.

Agencies interested in developing Staff Development Compacts should understand there are certain potential trade-offs involved. These could include:

- modification of own agency/institution needs.
- loss of some measure of autonomy to the group including compromise on selection of facilitator or provider.
- shared governance and recognition of other compact members as equals.
- reassignment of management time.
- a lengthier process for program development and approval.
- compromise on selection of facilitator or provider.
- possibility of increased travel to the activity, if not provided at each site.
- sharing of budget control and sharing of staff development information.
- financial and resource commitment by agencies/institutions.

APPENDIX H

SUGGESTED OPERATING GUIDELINES FOR STAFF DEVELOPMENT COMPACTS

Staff Development Compacts should be designed around flexibility of parties and adaptation to the local agency/institution staff development needs. Operational guidelines are suggested; there should be:

- a written agreement to work together
- a governance structure which represents the parties of the compact equally
- clear decision making procedures
- Staff Development Compact policies and procedures
- calendar of staff development activities
- joint planning by the compact parties with an annual review of long-range planning decisions
- implementation of recognized effective staff development principles including needs assessments, evaluation and follow-up
- inclusion of private schools and community based organizations
- sufficient organization to seek and qualify for outside funding for program development costs
- recognition of the completion of the compact agreement

APPENDIX I

SUGGESTED OPERATING GUIDELINES FOR THE STAFF DEVELOPMENT COMPACT COUNCIL

The Staff Development Compact Council should:

1. Recognize potential 'in-kind' support of members (i.e., printing costs, meeting space, staff expertise, etc.)
2. Be staffed by an SPI Staff Development Coordinator from the Professional Education section.
3. Meet as necessary but a minimum of four times per year.
4. Provide regular staff development for compact members.
5. Develop written bylaws and objectives.
6. Require a "sign off" from member agencies/institutions.
7. Include procedures for documentation and evaluation.

Appendix J

COORDINATION STUDY AD HOC TASK FORCE MEMBERS

NAME	OCCUPATION	GROUP REPRESENTED
Ms. Lois Andrus	School Director Member, WSSDA	Washington State School Directors Association
Alternate: Ms. Jeannette Knechtel	School Director Member, WSSDA	Washington State School Directors Association
Ms. Loni Fay	Educator	Washington Federation of Teachers
Ms. Deloris Hall	Educator	Washington Education Association
Ms. Lisa Hansen	Director, Palouse Teacher Center	Teacher Centers
Dr. Dan Harris, Jr.	Executive Director, WFIS	Washington Federation of Independent Schools
Ms. Kristi Harwood	Curriculum Director	Educational Service Districts
Dr. Herb Hite	Director, WWU Teacher Corps Project	Teacher Corps
Dr. John Jarolimek	Professor of Education	Washington Council of Deans & Directors of Education
Ms. Joan LeMieux	Director, Cowlitz Teacher Center	Teacher Centers
Mr. Dale Mitchell	Principal	Association of Wash. School Principals
Dr. John Morford	Professor of Education	Washington Council of Deans & Directors of Education
Mr. Lloyd Olsen	Superintendent	Washington Association of School Administrators
Dr. Tom Ruff	Co-Director, WSU Teacher Corps Project	Teacher Corps
Ms. Barbara Scott	Member, WCPTS	Washington Congress of Parents, Teachers, and Students

Alternate: Mary Neilsen	Member, WCPTSA	Washington Congress of Parents, Teachers, and Students
Mr. Larry Skillestad	Director, Spokane Teacher Center	Teacher Centers
Dr. Randy Walker	Co-Director, WWU Teacher Corps Project	Teacher Corps
Mr. Keith Wright	State Facilitator	National Diffusion Network

Coordinator

Maureen Howard

Ex-Officio

Lillian Cady, Professional Education
Alf Langland, Dissemination Project & Professional Education
Edwin Lyle, Professional Education
Jay Wood, Agency Inservice Committee & Vocational Education
Mark Johnson, Council for Postsecondary Education

Other Agency Representatives

Bob Pickles, Washington Education Association
Al Smith, Washington Education Association
Ron Stephens, Washington State School Directors Association
Jean Wieman, Programs and Learning Resources
Niles Wusterbarth, Special Services

RATIONALE AND REFERENCES

RATIONALE

The proposed model for coordination of staff development, The Washington State System for Coordination of Staff Development, is based on three concepts: Networking, coordination, change. The first of these is "networking" as a structure of cooperative relationships which supports and facilitates existing and potential collaborative staff development activities.

Networking

A network is basically a set of nodes connected by lines or links. Generally, these lines or links serve as communication channels. There are numerous examples of networks: physical (transportation systems), technological (computer systems), physiological (neurological systems), and social. It is within the latter social networks where the nodes are persons, groups, or organizations, that educational networks are placed. Social networks reflect so many characteristics, some of which are mutually exclusive, that it is impossible to describe them by identifying common features e.g. formal or informal, intra or inter-organizational, visible or dispersed.

In his study of networks, Parker notes that "There appears to be no 'best' way to build and run networks in general." "It is," he writes, a "contingency management problem with multiple options depending upon the goals and circumstances of the people involved in each networking effort." (Parker, p. 3.)

Parker cites as key ingredients of effective networks:

1. Strong sense of commitment to the innovation(s)
2. A feeling of shared purpose
3. A mixture of information sharing and psychological support
4. Someone functioning as an effective facilitator
5. Voluntary participation and equal treatment

Walker makes several recommendations for establishing a network. These are based on his experience as a network executive secretary.

Recommendation 1: Establish a focus.

It is imperative that the agencies which are reviewing establishment of a network consider together what important idea or mission they hold in common. Equally important, each potential network member must determine that it is of significant self-interest to join the network.

Recommendation 2: Establish a governance philosphy.

The governance system must be nonhierarchical and it must be based on a parity relationship among equals in which the self-interest of each is served and represented. The relationship among equals is collaborative.

Recommendation 3: Establish bylaws.

The governance philosophy should be reduced in writing to a set of mutually acceptable bylaws.

Recommendation 4: Establish a realistic mission.

The network's mission should be appropriate, achieveable and acceptable to its membership. Specific objectives and activities to achieve objectives as well as time lines should be set in congruence with each facet of the network's mission.

Recommendation 5: Establish a documentation/evaluation process.

A continuous documentation/evaluation process should be set in place from the network's onset. This process is not to be construed as restrictive or necessarily research oriented. Rather it is to serve as an historical record through which network membership constantly reappraises what it has done and what should be done in the future. This is a continuing kind of institutional introspection. Some one individual, usually the paid or unpaid secretary, must have responsibility for the documentation/evaluation role.

Recommendation 6: Establish a communications process.

The process should be systematic. It should be the designated responsibility of one person, executive secretary or perhaps the network chairperson, to design the process. One key to success in networking is communication.

Recommendation 7: Establish a sharing process.

Every meeting of the network's membership should include a specific time set aside for sharing. Sharing includes open discussion of potentials and problems which each member faces; the purpose of sharing is not only to provide technical assistance, but more important to provide social support.

Recommendation 8: Establish a management system.

This system is for purposes of managing the administrative detail that accompanies the network's overall operation. For example, budget, travel and housing arrangements, printing a newsletter, etc. (Walker, p. 10-11)

The Coordination Study proposes a formal network based on existing informal and formal staff development networks and certain principles of networking. It is a deliberate attempt to create a system and to change an existing situation, one of fragmented, isolated and generally unreflected staff development programs to one of coordinated, planned, available and effective staff development.

From his study of networks, Parker suggests that changes in networks fall into certain patterns which he calls "Positions" in a sequence from networks of isolated individuals to those of institutionalized formality. Parker emphasizes that movement through the sequence is not inevitable and that the designations for positions are arbitrary. Each position has certain costs and benefits. There are six positions:

Position 1. Isolated innovators and problem solvers

Position 2. Informal contact networks

Position 3. Deliberate informal networks

Position 4. Building a formal network

Position 5. Institutionalizing the network

Position 6. Dissipation of the network's spirit.

The Coordination Study proposes what Parker would call a Position 5 or Institutionalized Network, preceded by a year or two of Position 4 or Building a Formal Network. Position 4 is characterized by a series of networking mechanisms which appears to be dependent on personal interests and strongly expressed group needs. These mechanisms include:

- an agreed-upon name
- a formal statement of purpose
- a directory of participants
- a catalog of participants' programs
- brochures for publicizing the network
- materials for publicizing programs of network's members
- designated facilitators or coordinators
- subnetwork facilitators
- annual donations and/or other regular funding
- a newsletter or journal
- a magazine or journal
- bibliographies of relevant books and articles
- case studies of implementations of innovation(s)
- handbooks for implementing the innovations(s)
- working papers on problems and possibilities
- curriculum materials
- an annual or semi-annual conference
- periodic subnetwork meetings
- planning meetings of leading network participants

- surveys of participants' needs and resources
- orientation and training workshops
- speakers bureau or speakers series
- exchanges of participants
- various kinds of cooperative projects

Parker notes that networks typically require a year or two of network building before they are able to concentrate on sharing information and psychological support. Once in Position 5 the network becomes a permanent program in another organization and usually develops formal governance procedures, agreed-upon name and purpose. All of the mechanisms of Position 4 continue to function but generally in an elaborated and refined manner. Informal guidelines tend to be replaced by formal policies and verbal agreements based on trust tend to become written documents. Also, the size and needs of the facilitating staff grow. (Parker, p. 52-58)

The Coordination Study proposes as a model a formal network not of isolated individuals but of collaborative units, Staff Development Compacts. The network operations will be handled by a Staff Development Compact Council with SPI staff as Staff Development Coordinator. The state level policy recommendations will be made by an existing state level inter-agency advisory group, the Professional Education Advisory Committee. Coordination of SPI Staff Development programs to the field will occur through the SPI Agency Inservice Coordinating Committee.

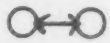
Coordination

The second concept underlying the proposed system is that of coordination as a viable interagency activity. Information on coordination emanates from federal and state mandates and other disciplines. Many of the theoretic aspects of the proposed system are based on the work of Whetten in his analysis of interorganizational relations. (Whetten, p. 10-24) The practical aspects are taken primarily from the experience of the SPI Professional Education staff with program approval standards and the reactions of educators to coordination during study interviews.

Coordination requires both a structure and a process. Whetten organizes the structural configurations and authority relationships between organizations into three categories: mutual adjustment, alliance, and corporate. Mutual adjustment is the weakest form of coordination. The focus is on participating agencies or their clients and on specific situations rather than a comprehensive delivery system. Few resources are committed. Rules are developed ad hoc. Differences of opinion are resolved through negotiation and bargaining. Corporate is the strongest form of coordination. The focus is to achieve the interagency system's goals. There is a strong central administration to establish and monitor implementation. The incentives and decision-making structures are typical of intraorganizational systems. Alliance is intermediate between mutual adjustment and corporate. It attempts to coordinate autonomous organizations but lacks the authority of a formal hierarchy. Power is distributed either through the formation of a central administrative unit or through a coalition or council.

Table 1 depicts Whetten's three structures. (Whetten, p. 12).

TABLE 1
Coordination Structures

	Type of Structure		
	Corporate	Alliance	Mutual Adjustment
Some differentiating characteristics			
Social power	Authority	Negotiation	Influence
Formalization	Central authority develops written expectations	Participating organizations develop written expectations	Informal unwritten expectations
Sanctions	High	Some	Almost none
Example	Agency	Coordinating council	Informal committee

SOURCE: Adapted from Klonglan et al. (34).

The structure, whether mutual adjustment, alliance, or corporate creates the context for coordination but does not represent the process for coordination. The process must be considered within the context of the particular structure.

The principal asset of coordination is access to the resources and "thinking" of other individuals/organizations. The principal trade-off for this expanded resource base is loss of some autonomy since coordination agreements represent obligations and commitments.

The decision to enter into coordination must be carefully weighed. Whetten gives five conditions for voluntary coordination. These are:

1. Positive attitude toward coordination.

2. Recognizing a need for coordination — including recognition of partial interdependence, such as sharing the same client pool.

3. Knowledge of potential partners. This is gained through informal staff contacts, interorganizational meetings within geographic area, or formal interorganizational communications.

4. Assessment of compatibility and desirability including assessment of costs.

5. Capacity for maintaining coordination linkage which means adequate resources and structures.

Conditions 1-4 are perceptual assessments. Condition 5 is a resource and adequacy assessment. Whetten notes that "Both are necessary and neither is sufficient for the initiation and maintenance of a voluntary coordination linkage." (Whetten, p. 18)

The system proposed by the Coordination Study uses the alliance structure, Staff Development Compacts with a Staff Development Compact Council, placed within an existing institution, the State Education Agency.

Change

The final concept underlying the proposed system for coordination is that of change. The process of creating and maintaining coordination means changing the present condition. To move from the existing situation of very limited coordination of staff development to a statewide system for coordination means planned, systematic and potentially systemic inter-organizational change.

One certainty in these times is change. The environment is one of rapid technological change; change at such pace and sophistication that it is nearly incomprehensible. Some authors predict that the impact of modern computer technology is similar to that of the printing press and state that the industrialized age is passing and a new era appearing, the information age. No longer can even the scholars know <u>everything</u> about <u>anything</u>.

Just as human beings react in certain predictable ways to change, so do organizations. Implementation of the proposed system for coordination requires a review of educational change within an interorganizational context.

Educational change and organizational development have both been the subjects of quantities of literature. Florio's work in designing an inter-organizational collaborative network for educational development and Whetten's in interorganizational coordination are helpful. (Florio, Whetten).

Organizations are naturally conservative entities with common characteristics of stability, survival, purpose and membership. Florio writes that it is necessary to initiate certain efforts and forces to overcome the intertia, complacency and paranoia of institutions in need of change. He discusses inhibitors and facilitators of coordination in terms of "Aids and Barriers to Organizational Collaboration" (p. 43-53). He notes that the conservative nature of organizations and the common characteristics of stability, survival, purpose and membership can act as a filtering system to communications, ideas and innovations flowing into and out of the organization. Tension is created by the imbalance between the drive to maintain order which is restrictive (maintenance), and the drive to innovate and improve, which is open (change).

Florio cites the following as <u>barriers</u> to a linking and collaborative process dependent on the free and accurate flow of information <u>into</u> organizations.

1. Internal stability and the need to preserve it
2. Maintenance of existing informal social relations
3. Uniqueness of language (code words, jargon)
4. Fear of an outsider bent on doing harm
5. Personal threats to members when new ideas and innovations imply the inefficiency, datedness or counter-productivity of old ways
6. Institutional loyalty and pride
7. Status differences between organizations
8. Economic conditions of school systems
9. Socialization process of new members in a "don't rock the boat" mode.

Barriers to "output" or the production of new information, knowledge and practice include:

1. Interia of organizations - bureaucratic rules, traditional practice, norms, values
2. Complacency and local pride
3. Vulnerability to outside forces
4. Perception that innovation may be dangerous to members
5. Lack of member readiness for change
6. Existence of fixed inflexible or unrevised goals
7. Goal definition

Florio stresses that "a system is unlikely to change unless the status quo is more uncomfortable than the uncertainty of change or unless the reward for change is greater than that for remaining with present practice." (p. 52)

He cites the following as aids to a linking and collaborative process dependent on the low of information into an organization:

1. Realization of the relative rewards of change or that the status quo is more comfortable than some alternative structure or process
2. An organizational value system which seeks constantly to improve and rewards innovation
3. Change in leadership
4. Crisis or perception of crisis, (accidental or deliberate)

5. Examination of other organizations for awareness of new knowledge
6. Preservice and inservice training
7. Ability to invest risk capital
8. Capacity to retrieve information and experiment with innovation
9. External change agent whether buyer/seller or collaborative
10. The "invader" who brings alternative practices and structures
11. Importing of human resources with expertise not held by members
12. Internal knowledge - seeking subunits or rules for systematic research and development
13. The concept of professionalism

Aids to "output" include:

1. Competition
2. Crisis
3. Affluence and capital to take risks and implement change
4. Openness of the organization
5. Values and reputation for innovativeness, progressive viewpoints and scholarly publication of results

Whetten uses the Iowa State model for the process of creating voluntary coordination. This five step proactive strategy includes: analysis of the present situation; management of organizational decisions; management of interorganizational decisions; action; measurement of the impact on objectives. (Whetten, p. 18-20).

Table 2 depicts this model which has been used extensively in a variety of institutional contexts. (Whetten, p. 19).

TABLE 2
Five Steps For Creating Coordination

Analyze the Present Situation	Manage Organizational Decisions	Manage Inter-Organizational Decisions	Take Action	Measure Impact on Objectives
Specify the problem	Obtain problem commitment	Outline the objectives	Monitor fulfillment of responsibilities	Changes in target population
Specify the relevant geographical boundaries	Obtain coordination commitment	Specify the flow of resources		Changes in participating organizations
Identify the key organizations	Achieve consensus	Specify the structure	Monitor delivery of resources	
		Outline a plan for work	Monitor meeting deadlines	Changes in larger context

SOURCE: Adapted from Klonglan et al. (34).

There are potential negative side effects of coordination. Tighter systematic integration reduces adaptive potential. Extensive coordination might improve the respective levels of members' effectiveness but could eventually reduce the adaptive capacity of the network as a whole. Joint programming may reduce program innovation. Joint program planning, which involves establishing a common language and set of working assumptions and developing high degrees of trust between highly disimilar people, is very difficult. The tendency is to search for safe solutions and these may be rather mundane.

Another problem is the impact of intense political bargaining which can set the program as a pawn in the larger chess game being played by the organizations. The consequence of bargaining and compromising is too often an inferior program. Extensive coordination may reduce the quality of services provided by the network as a whole. One danger is that coordination could reinforce the status quo by hindering the entrance of new organizations and technologies. Another is that coordination might reduce the overall quality of services because it eliminates useful redundancy.

It is of interest that Whetten's review of the literature identifies the most commonly researched question as: "How can we improve coordination between interdependent organizations?" Whetten suggests that coordination might need to be examined from the point of view of the clients. Other issues that need to be addressed are: "Do public organizations use the recommendation of increasing interorganizational coordination to mask organizational ineffectiveness and administrative ineptitude?" "Is coordination a legitimating mechanism used by current actors to divide their turf and mutually work to prevent the entry of competition and dampen innovation?"

The proposed system for coordination includes a lengthy pre-coordination period in which to create coordination. The system focuses the process for coordination on local, collaborative units and a statewide mechanism for their support.

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